

Racial Diversity in Hiring for the City of Saint Paul

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Capstone Client Organization

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I. EXECUTIVE SUMMARY

The City of Saint Paul, capital city of the State of Minnesota and self-dubbed, “the most livable city in America,” seeks to have a quality and diverse workforce that is representative of the population it serves. Current data indicates a significant gap between the city’s diversity and that of the civil service workforce; therefore, the current mayor with the enthusiastic support of a large contingent of city workers, managers and officials has declared an initiative to address the diversity of Saint Paul’s workforce.

This research is one of many efforts of that overarching goal. In this research, we investigate the situation in the City of Saint Paul’s classified employee category. A classified employee, as defined by Saint Paul’s human resources department, is a city employee that is not appointed. Because of the number of parallel projects for the larger effort towards a quality and diverse workforce, this project has also excluded the departments of public safety and fire. A brief preview of the path this paper takes begins with an introduction to the current context of talent management followed by details of Saint Paul’s current status. Next, we look to population projections to better understand the changing constituency, and then explain our method of developing theories of how to improve the situation with a focus on the Hispanic/Latino population. The conclusions drawn from this research are presented as a set of candidate recommendations for the City of Saint Paul to use in hiring a quality and diverse workforce.

Talent management continues to evolve just as the values and demographics of the city evolve. Merely posting a vacancy in the city no longer fits human capital strategies. Proactively seeking candidates, forming connections, working with organizations to identify talent and leveraging flexibility in the hiring process to develop a quality and diverse workforce describes the modern and evolving human capital game. Intersectionality between hiring for quality and hiring for diversity-goals that are arguably synonymous and require the same proactive talent acquisition strategies- begs for recommendations that look to a broader understanding of hiring a workforce of the future. Therefore, we include significant research on the changing values and talent acquisition strategies for younger generations of human capital so that recommendations are relevant moving forward.

This research also includes a focus on the Hispanic/Latino population. The decade-long trend line for hiring employees from this demographic is essentially flat despite the positive slope in population data and projections. Studying this population serves as a useful focus while trying to identify ways to reform strategies and processes. It is our hope that using this focus leads to meaningful advances in connecting with the community as well as finding effective strategies to guide talent acquisition of all underrepresented and underutilized groups.

II. INTRODUCTION

The City of Saint Paul employs over 3000 employees in 600 different job titles spread over 13 different departments. Our research focuses on the non-appointed employees excluding the police and fire departments, and the current City of Saint Paul Utilization Reports show that this group of employees are approximately 21% persons of color in 2015 (*Workforce Utilization Report*, 2015). However, persons of color made up 45% of the city's population in 2011-2013 (*Growing Racial and Ethnic Diversity in the Twin Cities Region Today*, 2014) and the student population of Saint Paul Public Schools is 77% persons of color ("Saint Paul Public Schools," 2015). Retirements and a competitive job market are resulting in new opportunities to hire. The City's workforce is changing. To remain competitive and ensure that the city continues to grow and thrive by responding to the changing dynamics of the 21st Century, it strives to ensure that its workforce of the future better reflects the community it serves.

The disparity between the diversity of current staff and that of the city's population has led the city to seek ways to benefit from the population's diversity within the classified workforce. This goal has led to the research in this paper; however, researching diversity alone does not adequately address the problem because of intersecting variables of diversity, quality and generational trends that figure into talent management. Therefore, we address hiring diversity, hiring quality and generational trends related to how talent management changes over time so that we might form theories about effective directions in hiring a quality and diverse workforce into the future.

A. Quality and Diversity

Diversity is integral to quality in modern talent management. Historically, diversity management began as a legal issue. Meier made the legal and value-based case that employees of civil service agencies should be representative of the populations they serve (1975). Over time, the view regarding diversity evolved to social justice as published in 1990 where Lois Wise writes that a representative civil service population leads to significant economic, political and social advantages for minorities (1990). By 1994, literature began confirming that efforts towards utilizing a diverse workforce directly impacts creativeness and innovation (Gardenswartz & A., 1999).

Literature continues to confirm diversity is a powerful contribution to workforce quality. Williams and O'Reilly (Williams & O'Reilly, 1998) and DiTomaso et al. (DiTomaso, Post, & Parks-Yancy, 2007) concur, arguing that diversity increases the opportunity for creativity and the quality of the product of group work. Scott Page (Page, 2008) suggests that groups displaying a range of perspectives outperform groups of like-minded experts. Diversity yields superior outcomes over

homogeneity because progress and innovation depend less on lone thinkers with high intelligence than on diverse groups working together and capitalizing on their individuality (Page, 2008). Irrespective of the specific processes, diversity may positively influence organizations' functioning, net of any internal work-group processes that diversity may impede (Herring, 2009). There is a connection between adding diversity initiatives and the positive outcomes of "innovation, improved productivity, and lower employment turnover" (Noe, Hollenbeck, Gerhart, & Wright, 1997). There may be a catch-22 with employment turnover rates because a low turnover rate limits opportunities to increase diversity in the city's workforce; nonetheless, the City of Saint Paul has a large, growing and underutilized potential to capitalize on the positive outcomes of a diverse workforce.

While the research on diversity in the workforce has evolved dramatically, there has been little change in the classified workforce in the City of Saint Paul. Our research is intended to identify opportunities and potential improvements instead of causation; nonetheless, it is argued *prima facie* that a low employee turnover rate reduces opportunities to hire talent from ethnicities that are new or growing in the Saint Paul community. Additionally, the ability of local governments to compete with the private sector for highly educated and skilled workers is difficult because compensation benchmarking studies point to lower salary in civil service as the top concern (Thom & Reilly, 2015). According to Greenfield and Stuart (Greenfield, 2007), two thirds of local government employees are knowledge workers that are needed for their capacity to work within a specific subject area, for which half have college degrees; however, this employment category makes up one-third of private sector workers. Nevertheless, local governments compensate workers approximately 4 percent less than the private sector (Munnell, Aubry, Hurwitz, & Quinby, 2011). The new war for talent requires active strategies, and particularly when civil service compensation lags the private sector, it is critical to develop active strategies instead of focusing on where to post vacancies. Gardner, DeMesme and Abramson summarized this trend in 2002 when they wrote, "Today's human capital game is about proactively seeking out qualified candidates, rather than waiting for them to respond to recruitment advertisements."

The 2010 census documented African-Americans comprise 12.2 percent of the United States population, Hispanics 16.3 percent and Asians 4.7 percent. By the year 2020, the percentage of whites in the U.S. labor force will decrease from 76 percent to 67 percent. Change in the African-American population in the labor force is projected to remain at about 11 percent. The most noteworthy difference in the workforce population will be Hispanics, with a 5 percent increase from 9 percent in 2000 to 14 percent by the year 2020.

B. Hiring into the future

Each generation is exposed to events and community influences that are unique and eventually form values and preferences regarding work preferences. These change over time and require that talent managers adapt to the changing ethos and incentives evolving in each subsequent generation. For example, the youth in Paul

Light's study (Light, 1999) differs from the cross-generational population cited earlier as considering salary the primary concern because the youth studied by Paul did not like hierarchies, rules and opportunity limits; subsequently, the government is not able to meet the expectations of talent in that population. Rather than avoiding careers in public service, candidates have joined private sector and non-profit organizations that partner with governments in delivering public services. Careers with these partner organizations have the potential to reflect the values of public service while connected to the advancement potential in private companies (Frisby, 2003).

A study commissioned by NASPAA and conducted by the Public Administration Department of the George Washington University showed that a majority of students feel that government and public decision-making jobs are less attractive career options than working in other fields and that the lack of interest in these options stemmed from insufficient (or ineffective?) reinforcing messages about the vast opportunities and rewards that a career in public service could offer (Frisby, 2003).

III. Background

A. PSM Values

After making the case above that public sector employers are at a disadvantage in hiring talent, the question then becomes who is attracted to the public sector and why? The prospective talent pool has individuals with varying degrees of public service motivation (PSM). Research has found that the subset of individuals with high PSM, or whose primary value orientations are consistent with public service (e.g. self sacrifice, social equity, public interest, and civic responsibility), are more likely to accept jobs in public service organizations. While a number of individual extrinsic motivators that might induce job applicants to the public sector (such as pay, rewards, recognition, opportunities for training and development, traditional job security, pension systems, and work life balance policies) have been defined as public sector motivation, PSM can be described as "individuals" pro social (or intrinsic) motivation to do good for others and society through delivery of public services" (Perry & Hondeghem, 2008). Research also suggests that extrinsic rewards can crowd out, or undermine intrinsic motivation (Deci, Ryan, & Koestner, 2001). The greater an individual's PSM, the more likely the individual will seek membership in a public organization (Perry & Wise, 1990).

B. Barriers to talent acquisition

Significant barriers to talent acquisition are the decline in the prestige and attractiveness of public service and the entry barriers placed by rigid and cumbersome screening and selection practices (Roberts, 2003). A major deterrent to minorities in entering the government workforce is the lack of "visible role models in organizational positions" and the testing that is often part of the selection

process (Doverspike, Taylor, Shultz, & McKay, 2000). Adding to the human capital crisis is college graduate perceptions of government employment as being unavailable, slow and under-utilizing of their skills (Standeford, 2001). Government recruitment efforts need to compete with the private sector in order to overcome the predicted shortage of skilled workers.

David Keller points out that surveys have shown that the majority of college students since the 1980s “view government work as full of inflexible red tape, a dead end, inefficient, and bureaucratic” (Keller, 2012). They see no opportunity in government to be part of innovative, creative, and challenging learning environments, to quickly assume leadership roles, or to collaborate as partners with equally bright peers and mentors-job characteristics that our youngest workers-millennials- prize particularly highly (Henderson & Wood, 2012).

C. Rules and Procedures

Recruitment and hiring for such a large and varied work force of the City of Saint Paul is governed by the Civil Services Rules. The Rules have been written for the purpose of giving direction and uniformity to the merit system and for attaining the important objectives listed below for the City of Saint Paul:

- The recruitment and selection of qualified applicants for positions in the city service through adequate publicity for entry positions, suitable promotion procedures, and legally and professionally approved testing programs.
- The fair and impartial treatment of applicants and employees without regard to race, color, national origin, sex, religious creed, or political affiliations.
- The effective communication of personnel policies and procedures to applicants, employees, supervisors, department heads, and interested citizens.

According to Rules:

- Vacancy announcements of all examinations for positions shall normally be posted for at least 21 calendar days.
- All applicants scoring 75% and above in the examinations are placed in the eligible list. For rank-oriented exams, 10 additional points awarded if the applicant has been a resident of Saint Paul at least one year prior to the application deadline and if the applicant is not currently an employee of the city.

The City of Saint Paul is an equal opportunity Affirmative Action Employer and encourages applications from all individuals including persons with disabilities, persons of color, LGBT, and women. Additionally, special provisions exist in the

rules for protected-class candidates to address underrepresentation and underutilization. Underrepresentation is when the percentage of each protected-class group within the overall work force is below the goals contained in the City's adopted Open opportunity Program Action Plan/Affirmative Action Plan (OOPAP/AAP). Underutilization refers to when the number of protected-class members employed in a job category is less than what would be expected based on the labor market, census data and OOPAP/AAP data.

D. Incentives

The City's compensation package is very competitive compared to its neighboring public sector organizations- City Government of Minneapolis, Hennepin County and Ramsey County. Besides competitive public sector salary it offers 10 paid scheduled holidays, 10 days of vacations per year, 14 sick days, term life insurance, health insurance benefits, subsidized metro bus plan, tuition reimbursement program, tax deferred compensation plan, and contribution towards retirement fund (7.25% of gross income) and social security (7.65%). It also has a retirement pension benefit for its employees.

E. Initiatives

Some proactive steps have been taken by the City of Saint Paul to attract high quality and diverse work force. These include:

- Email notifications to applicants about the openings who have submitted Job interest card request.
- Email notification to various community organizations and Professional associations.

The City has started a Right Track program ("Right Track," n.d.), which is a pipeline for youth career development and building a diverse future workforce. It brings together the City of Saint Paul, Saint Paul Public Schools, local businesses, and community-based organizations to provide employment opportunities and professional skills training for youth. It also has a policy of travel expense reimbursement for outside candidates applying for City jobs.

IV. METHODOLOGY

Research consisted of a literature review, expert interviews of hiring managers in the City of Saint Paul and comparative interview data with the State of Minnesota, Hennepin County, Ramsey County and the City of Minneapolis. The literature in the review was limited to significant papers addressing hiring diversity in civil service. Interviews were transcribed and then coded to identify important phrases. The groupings and relationships of the identified phrases, and their frequency produced a set of recommendations identified by interviews that could be cross-validated

with information from the literature review to form theories of what strategies could be beneficial for the city. The interviews and research were coded and examined repeatedly as guided by the grounded theory methodology in order to form theories of which improvements best fit the needs of the City of Saint Paul.

The interview format was chosen over surveys in order to leverage follow-up questions for a greater depth of information. The initial questions were only a guide and substantial follow-up questioning was used to fully triangulate each expert's understanding of the barriers and opportunities related to diversity in the workforce. Clustering the dominant themes from the expert interviews and looking at the relationships between many of the categories led us to a set of core categories, concerns and strategic ideas that were used to generate theories of how to address underrepresentation and underutilization of the city's diverse population.

The core question in each interview regarded the barriers to hiring a quality and diverse workforce as seen by the expert being interviewed. Each department has a unique distribution of requirements such as education level, skill set, required experience and language expectations. So, the cumulative view created from the interviews represents the experience of hiring the full breadth of classified positions. Follow-up questions regarding experiences hiring specific populations, and ideas to improve hiring of a quality and diverse workforce were used to construct comprehensive views of the hiring challenges and hiring potential.

Comparable interviews were conducted with officials from Hennepin County, Ramsey County, Minneapolis and the State of Minnesota. These interviews were conducted after the Saint Paul hiring managers and were designed to include new perspective, identify innovative approaches used in neighboring communities as well as confirm practices seen as effective.

A. Findings in Research Literature

1. Talent acquisition into the future

Any strategy to attract a high quality workforce needs to take into consideration the main characteristics and motivation factors of Generation 'Y'/ Millennials, who would form the bulk of the workforce in the coming years. Generation 'Y', or millennial candidates are generally considered to be those born between the years of 1975 and 1995.

Barford & Hester (Barford & Hester, 2011) have analyzed the generation Y workforce motivation using multi-attribute utility theory. Generation Y has witnessed substantial events that have had significance globally and as it relates to the societal makeup of the United States. From the fall of the Berlin Wall and the 9/11 terrorist attacks to the shootings at Columbine High School, increased natural disasters, and the United States struggle with obesity, these have shaped the lens of this generation (Crumpacker & Crumpacker, 2007; Dries, Pepermans, & Kerpel, 2008). Sujansky (Sujansky, 2002) writes that Generation Y has witnessed events of a

high level of significance that many preceding generations did not experience as early in their existence. For the Millennial generation, perhaps the most glaring uniqueness that they possess is technology's complete integration and, almost, constant presence in their daily lives (Martin, 2005; Oblinger, 2003; Weingarten, 2009). Martin (Martin, 2005) describes Millennials as "independent, confident, and self-reliant." This may be due to the extensive protection and praise given to them throughout their formative years (Crumpacker & Crumpacker, 2007).

"In business, Generation Y exhibits the propensity for working in teams while being collaborative, results-oriented individuals, and having an ardor for pressure" (Shih & Allen, 2007). Millennials have a similarity to the two previous generations in that they do not link themselves closely to the organizations they work for (Dries et al., 2008), they do not have an expectation of staying with one employer for a lifetime. Far be it, they expect to change employers multiple times throughout the course of their professional careers (Kim, Knight, & Crutsinger, 2009; Morton, 2002). This Generation expects and seeks out employers that will provide education and training allowing them to increase their competitiveness and marketability as individuals.

Balancing work and life adequately is sought by Generation Y (Crumpacker & Crumpacker, 2007; Zemke, Raines, Filipczak, Association, & others, 2000). They have an expectation in life of being fulfilled professionally while having a personal life of significant freedom (Sayers, 2007). "Generation Y is almost automatic at multitasking with technology as if it's an extension of their being" (Freifield, 2007; Kofman & Eckler, 2005; Loughlin & Barling, 2001; Rowh, 2007), "and may change a job task considerably to create a more appealing outcome" (Wrzesniewski & Dutton, 2001). This generation expects autonomy in the workplace, but at the same time does need considerable direction from management as it relates to tasks (Martin, 2005). This autonomy, which is desired by Millennials, leads to a disdain for traditional micromanagement and frustration with perceived laziness and complacency (Weingarten, 2009). Millennials have been described by some experts in the field as being "high maintenance" (Hira, 2007). Twenge, Zhang, and Im (Twenge, Zhang, & Im, 2004) describe Generation Y as "having a high external locus of control, which further exemplifies their confidence inside and outside of the workplace." Crumpacker and Crumpacker (Crumpacker & Crumpacker, 2007) have expressed that Generation Y appears to strive for "constant approval" and many in this generation have personalities that could be described as "emotionally needy".

For decades much of the government work rolls in the United States have been filled by the Baby Boom generation, which is in the midst of a growing wave of retirement. This work will still need to be accounted for and will need to be conducted by Generation X and the Y/Millennial generation. Barr (Barr, 2007) reports "approximately 60 percent of the 1.8 million federal government employees will be eligible to retire over the next 9 years" (p. D01). It will be critical for the governments at every level to find ways to attract and retain members of Generation X and Y for the continuity and stability of this workforce (Barford & Hester, 2011).

“On the other hand, Howe adds, so few Gen-Xers have joined federal government that ‘in 20 years the boomers will be gone and Millennials will really set the tone. The vacuum will suck them up, and I suspect we’ll find many quickly rising to top leadership ranks” (Clarke, 2014).

2. Challenges being faced by the Public Sector

Michele Frisby (Frisby, 2003) proposes that the public sector is currently facing three challenges. These are: a) advancing age, b) competition for talent, and c) a changing workforce and workplace

a) Challenge of advancing age:

The greying of the American population has already had a significant impact on the local government management profession, as seen from the data below:

Age Distribution of Appointed Managers			
Age	1934	1971	2000
Under 30	7%	26%	2%
31-40	34%	45%	16%
41-50	37%	21%	40%
51-60	19%	5%	37%
Over 60	3%	3%	6%
Source: Frisby Michele, 2003 1971 survey on the age distribution among city managers 1930 data by Clarence Ridley and Orin Nolting ICMA’s State of the Profession Survey – Fringe Benefits 2000			

Local government, like all levels of government, is experiencing the effects of the unprecedented movement through the workplace of a mass of employees born shortly after World War II.

b) The Challenge of Competing for Talent:

All sectors of society are engaged in a ‘war for talent’. While the ‘supply and demand’ for talent tends to fluctuate with changes in the national economy, the key point is that talent can no longer be taken for granted and that all organizations must now engage in competition for the best and brightest in the nation’s workforce (Abramson, Demesme, & Gardner, 2002). The article describes today’s human capital game as being about proactively seeking out qualified candidates, rather than waiting for them to respond to recruitment advertisements.

c) The Challenges of a Changing workforce and Workplace:

A summary of the meeting of the Next Generation Working Group in February 2002 named a number of workforce and workplace characteristics adding to the difficulty of drawing young adults to careers in professional city or county management and retaining them once they are there. These included:

- The attitude of 'Gen X' assistant managers and other mid-career professionals in local government who want a balanced life.
- Inadequate mentoring of early and mid-career employees.
- The highly visible fact that the majority of current employees are white and male.

Abramson, DeMesme and Gardner, in their Report (Abramson et al., 2002), also cite the changing workplace as a second critical challenge facing government employers. They call for "a [new] workplace in which individuals find fulfillment and satisfaction, and achieve their personal- and organization's- goals" (p.46).

Today's young adults are intolerant of the 'thick hierarchies, rule-bound processes, and limited opportunities for meaningful work [that] keep government from offering the kind of challenging work necessary to draw and retain top people' (Light, 1999)

Michele Frisby (Frisby, 2003) has suggested a twofold strategy to address the challenges described above. The strategy will involve:

- a) Grooming professionals already in the pipeline by:
 - Identifying best practices for preparing early- and mid-career professionals.
 - Marketing the benefits and rewards of contributing to public service
 - Working with recruiters to 'widen the net' when seeking qualified talent from outside the field.
- b) Attracting young talent to the field of local government by:
 - Approaching universities to identify existing data on who is and is not entering public policy and administration graduate programs.

Identifying university professors willing to conduct research into the attitudes of college juniors and seniors toward the public sector.

3. Talent acquisition among ethnic and racial minorities

"An exploratory assessment of Minority Group Representation in State Government" by Joann Charles (Charles, 2003) has identified the following factors that affect minority recruitment in the state government of New Jersey:

- Continued perception by African-Americans and Hispanics that barriers exist preventing their educational and employment opportunities compared to whites, as well as feelings of alienation.
- The use of tests in competitive positions to generate hiring lists. Minorities tend to self-select out of such examinations, thereby decreasing their accessibility to government employment (Judy & D'Amico, 1997). There is a need to go beyond the archaic civil service examinations when attempting to attract minority applicants.

To increase minorities in talent acquisition, human resource managers must use tests relevant to job functions and meet face-to-face with applicants in an attempt to increase the motivation of minority applicants. By utilizing minority recruiters, especially in communities with a large minority constituency, human resources managers can increase applicants. State human resources managers can attract applicants by showing the success of current minority employees while underscoring the importance of individual achievement. Establishing a presence in minority communities demonstrates to current applicants and the future talent pool that the government has an interest in their success. Also, developing their future talent pool through outreach programs- summer employment, undergraduate and graduate internships- allows recruiters to train employees in useful skills. During the interviewing process, existing incentives such as tuition reimbursement and alternate workweek schedules should be emphasized (Charles, 2003).

a) Saint Paul

The City of Saint Paul has set hiring a quality and diverse workforce as a top priority and the Mayor in 2014 made a pledge to racial equity (Hallman, 2014) leading to numerous high-priority projects in addressing the diversity of the municipality's workforce. Saint Paul currently serves a population that differs from the State of Minnesota's population distribution as visualized in Figure 1.

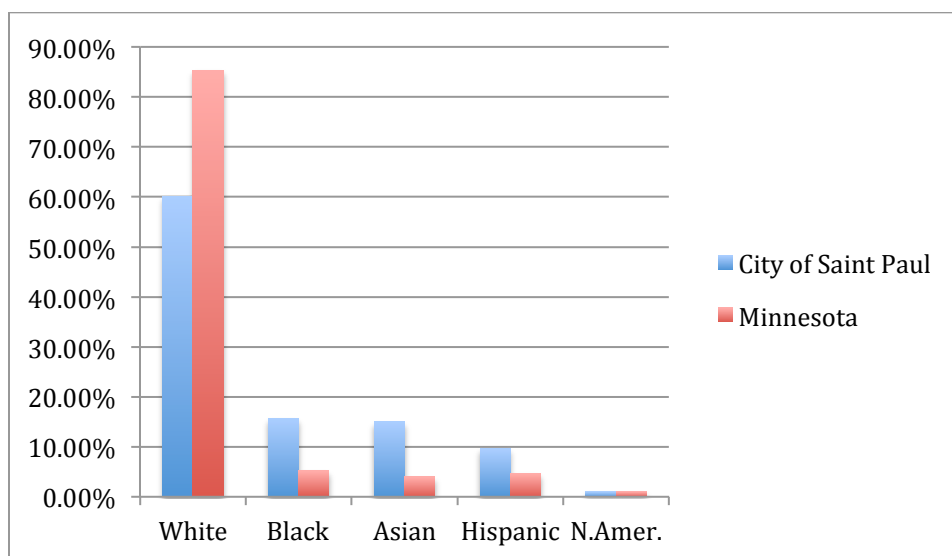


Figure 1 - The population of Saint Paul compared to the State of Minnesota

Similar to the differences noted between the Minnesota population and the City of Saint Paul population, there is a notable difference between the city's workforce and residents, and this difference is shown in Figure 2.

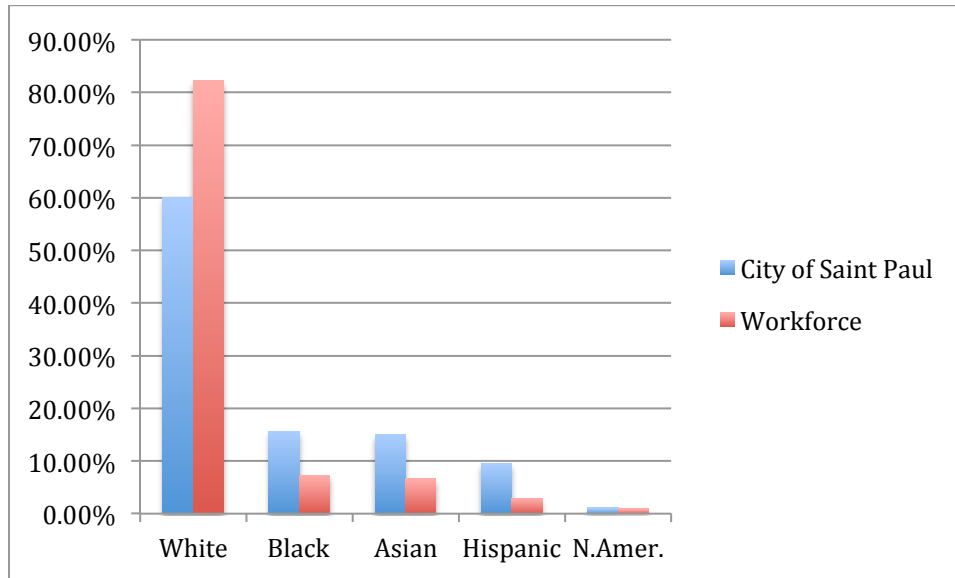


Figure 2 - Saint Paul population compared to the city's workforce using 2010 U.S. Census data and City of Saint Paul Utilization Reports

The Black, Asian and Hispanic populations are anticipated to cumulatively make up 40 percent of Saint Paul's population by 2040 ("A Growing and Changing Twin Cities Region: Regional Forecast to 2040," 2014); therefore, population trends necessitate addressing hiring a quality and diverse workforce. Saint Paul human resources data indicates a positive slope over time for the hiring of Black and Asian ethnicities, and the slope of the Hispanic/Latino population has turned positive in 2015. Figure 3 shows the representation of these ethnicities within the City of Saint Paul workforce over the last 10 years.

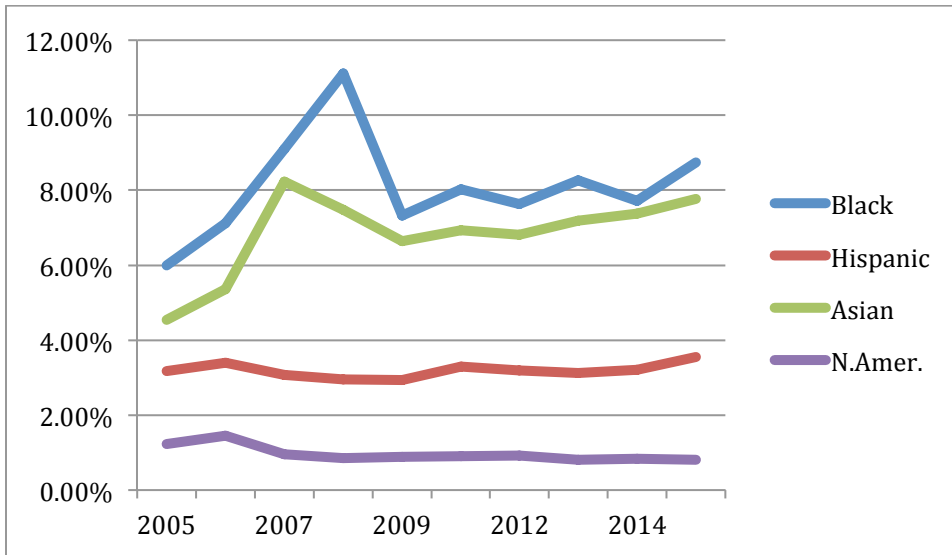


Figure 3 - City of Saint Paul classified employee trends from 2005 to 2015

Looking only at the start and end of the 10-year period from 2005 to 2015, as is done in Figure 4 - Ten years of progress in hiring diversity in Saint Paul, it is apparent that the Hispanic and Native American populations have experienced the least change in employment in the classified workforce (excluding the Fire and Police departments according to our designated focus); however, the Hispanic population has increased substantially during that time frame.

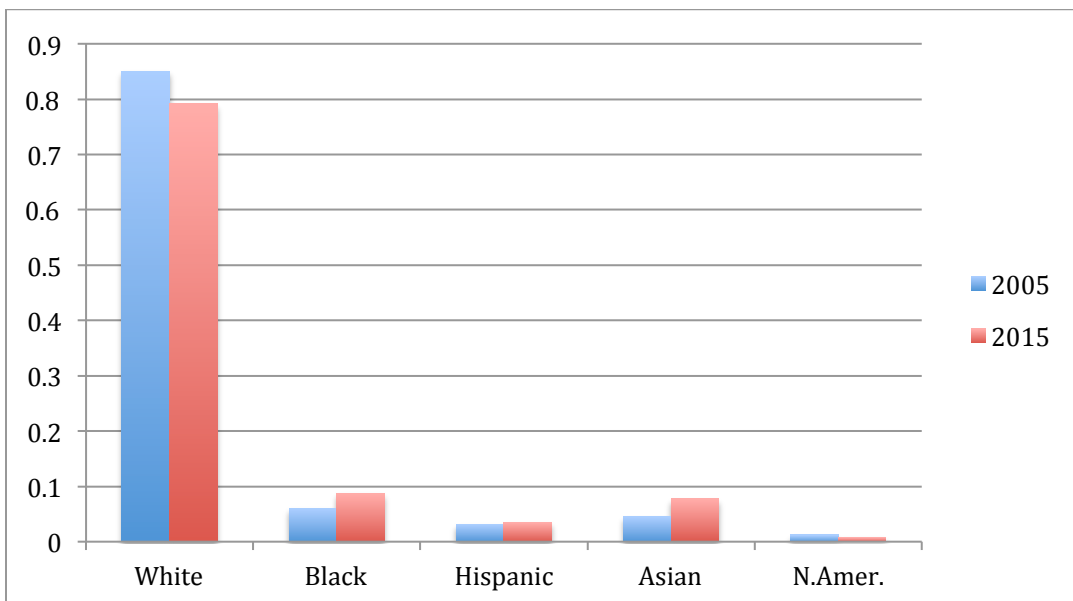


Figure 4 - Ten years of progress in hiring diversity in Saint Paul

4. Hispanic/Latino Literature

The Latino population is quickly approaching 20% of the entire US population, but as of 2011 constituted only 6.6% of the overall professional labor workforce in the

country (Mann, 2011). By the year 2050 the population of Latinos within the United States is expected to reach 102 million, which will put that figure at roughly 24% of the Nation's overall population (*The Emerging Hispanic Workforce*, 2007). This year the purchasing power of the Latino population is expected to near \$1.3 trillion (Mann, 2011). These statistics coupled with the fact that 50 percent of the Latino workforce is under the age of 35 (*The Emerging Hispanic Workforce*, 2007), demonstrate the need for businesses, organizations, and government entities to proactively understand the barriers that this population faces as it relates to employment and strategies to better attract and retain this key demographic.

Barriers:

There appears to be a disconnect between the perceptions of the Latino workforce as it relates to hiring and what hiring managers, within the United States, use as hiring criteria when evaluating potential candidates for positions of employment. The evidence seems to indicate that Latino workers value more subjective traits when entering the hiring process, such as "respect, loyalty to family friends in the organization, cooperation, group cohesiveness, and the desire to be friendly" (Peppas, 2006). Conversely, hiring managers appear to be putting the greatest weight, when making hiring decisions, around the criteria of oral communication, school reputation, and work experience. These more objective hiring criteria correlate with Western ideals around competitiveness, individualism, and self-reliance (Peppas, 2006). Therefore, it may be necessary for organizations that wish to increase the diversity of their workforce to reevaluate the criteria used when evaluating candidates for positions.

Best Practices:

The Adecco Corporation published a study in 2007 listing seven key best practices when working to attract and retain the growing Latino workforce. The seven best practices were reinforced within this study by case studies from large United States corporations that have had success in attracting and retaining a greater Latino workforce. The following seven best practices were cited by the study:

1. Grassroots Work: Establishing relationships with community organizations as well as professional organizations geared specifically toward Latino and Hispanic professionals
2. Train to Attract and Retain: Marketing opportunities within the organization for future growth through English classes, computer skills training, tuition reimbursement, etc.
3. Provide Mentorship Programs: Partnering new workers with experienced employees helps with assimilation of diverse employees into the organization
4. Hablo Espanol?: Taking the mentorship opportunity a step further and having mentors who understand Latino "culture, speak the language, and can provide guidance". These efforts help new Latino employees to feel more comfortable and confident within the organization

5. Family First: Latinos, culturally, put great emphasis on family. Providing flexibility in work schedules and setting is important and helping to make child care more affordable
6. Reward Bilingual Skills: Some firms increase salaries or have a high dollar per hour wage for those individuals that speak both Spanish and English
7. Highlight and Promote Successes: Not only should opportunities and success be highlighted internally, but it should be shared throughout the community to engage the population more and reach a broader audience

The seven best practices featured in the study by the Adecco Corporation mirror closely the best practices cited by Mann (2011). According to the authors the seven key areas to focus on as an organization are:

1. Removing unintentional biases
2. Developing Latino-specific strategies
3. Create a comprehensive process
4. Network with Hispanic organizations
5. Include effective onboarding
6. Offer mentoring
7. Organize employee resource groups.

Case Studies:

There are a number of key themes that have emerged through the literature review of best practices and barriers to hiring talented Latino members of the US workforce population. The following review will first discuss the barriers that employees and employers face when working to attract and retain Latino talent. Following the review of barriers the review will address the best practices being used, in both the public and private sector, to attract and retain the Latino talent that employers need to be competitive and inclusive in ever changing diverse world.

V. ANALYSIS AND FINDINGS

The analysis of the interviews and literature followed a cycle of annotating categories in interview transcriptions and checking those against existing research until themes and relationships emerge. The themes and relationships were clustered by similar topics and used to form theories of ways to address hiring a quality and diverse workforce in Saint Paul. These theories were rewritten in proposal form. The resulting candidate proposals are:

01. Formalize Mentors for internal work force role models. Fostering employee resource groups/ affinity groups for mentoring, networking and socializing
02. Formalize Cultural liaison for community role models.
03. Review job descriptions to move unnecessary requirements to the "desired"

04. Feeder positions: Low-barrier to employment with support of education. This requires identifying parameters for work (carve out work appropriate for the position), fund the feeder position, and ensure funding for tuition reimbursement so that those in feeder position roles have access to professional advancement
05. Remove the promotional rule
06. Outreach to promote the variety of positions available in the city and to promote trust
07. Ensure there are diverse representatives in every interview committee
08. Remove essay questions from the application
09. Make website mobile friendly. Add guidance to the Library for assistance filling out forms
10. Increase HR presence in Information Officer role.
11. Change language of posts. Change the language to make people feel like coming to work and to feel welcome instead of what was described in an expert interview as, "You want to work here, so we're going to make it difficult to do it!"
12. Hire a director of diversity from an external source. Market working for the City of Saint Paul to make it look like an exciting opportunity"
13. Increase HR staff. There is a gap that cannot be attributed fully to inefficiency

VI. Recommendations

The prominent themes that emerged in the analysis identify opportunities to advance the quality and diversity of classified employees in the City of Saint Paul. These opportunities are presented below as recommendations that are organized by their dependency on internal action, funding and external support.

A. Recommendations Requiring Internal Action

While most opportunities have cost whether it is new funding or time allocations, it is the following set of recommendations that depended mostly on internal action above issues of sizable funding or external support. These opportunities are:

1. Augment training in HR systems for managers
2. Foster employee resource/affinity groups
3. Create a mentorship program
4. Remove writing requirements in the application questions
5. Require a diverse interview panel

B. Recommendations Requiring Moderate Funding and External Support

Recommendations in this category are supported by both the interview data and research literature; however, the higher burden required to implement these steps makes them a greater challenge.

1. Review and amend the “Required Qualifications” for positions
2. Prioritize investment in feeder programs such as “Right Track” and augment support for tuition reimbursement
3. Add Cultural Liaisons (CL) by either partnering with community organizations that are willing to support the CL role as a non-governmental role, extending library CL roles, or by adding positions
4. Expand recruiting of candidates that are not actively seeking employment (passive recruitment)

C. Recommendations Requiring External Support and/or Substantial Funding

These recommendations had enough support to warrant pursuing, but also require broad support and/or substantial funding to be implemented:

1. Add a Diversity Director to Human Resource’s staff
2. Create or re-designate HR positions for recruiting and marketing staff
3. Advocate for removal of the promotional rule

VII. Conclusion

The frequently long tenures of employment in the City of Saint Paul, legacy underrepresentation of minority populations, and the rapid demographic changes in the city create a situation where there is a growing urgency to addressing the diversity aspect of the City of Saint Paul’s workforce. Not only due to the problem of underrepresenting the Black, Asian, Latino and Native American ethnicities, but also due to the growing evidence that diversity is critical to quality in terms of creativity, problem solving and effective connections with the full constituency of the city. The advantages from diversity motivate seeking diversity of many forms; however, the scope of this study necessarily limits this paper to racial/ethnic diversity.

Researching barriers to hiring a quality and diverse workforce specifically in the non-appointed (classified) workforce spurred the interviews of eleven hiring managers throughout the City of Saint Paul. Transcriptions of these interviews revealed that certain themes had recurrent and substantial support. Aligning these themes with research literature formed theories for how to improve diversity in the City of Saint Paul’s workforce. These theories were presented as a set of recommendations or opportunities organized by their dependence on internal action, external support and funding.

The recommendations fit the categories of marketing, recruiting and barrier-reduction. Recommendations related to marketing are necessary to make the City of Saint Paul appear as a good place to work. Trust is a significant issue in marketing the city, and Saint Paul must continue to nurture trust despite also having an enforcement role that can lead candidates to distrust the city as an employer. The recruitment recommendation is necessary because the competitiveness of talent acquisition is forcing institutions to be more proactive in the hiring process. Competition and generational work-preference trends make it increasingly difficult to lure a quality and diverse applicant who has the public service motivation to seek city employment; therefore, pro-actively seeking candidates and contacting those not currently seeking employment (passive recruiting) is gaining importance.

Barrier-reduction is challenging because evidence indicates it is a number of small barriers that have a cumulate negative effect on hiring. These include broad, societal barriers such as underrepresentation in educational institutions causing pipeline shortages, but also include writing requirements for second-language learners, fear of workplace isolation and candidate self-selection to avoid apply based on not understanding the flexibility in meeting position requirements (e.g., not understanding that experience can substitute for education because it is not specified). It may seem a long list of recommendations instead of a few broad, high-level recommendations, but the goal is to steer attention to the subtlety of barriers to heighten awareness of how numerous small impediments accumulate to impede the hiring of diverse talent that feels a public service motivation to work for the City of Saint Paul.

An important overall impression from the numerous interviews is that all hiring managers were concern for and commitment to the City of Saint Paul improving itself via improved utilization of the city's diverse talent pool. Furthermore, the interviews revealed a conviction that structural and financial support of the ideas proposed would likely improve the ability to attract diverse talent capable of advancing the quality of the Saint Paul classified workforce.

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